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ABSTRACT

This report describes family violence and sexual assault and the specific nature and extent of the problem in Wyoming as illustrated by data obtained from statewide surveys and studies. Past efforts to address the problem are presented in an historical overview. Program operations are described, including the areas of safe houses, support groups, volunteers, training, conferences, research, education, and funding. Future plans for expanded education efforts, informational handbooks, mandatory arrest legislation, research and goals to prevent family violence and support victims in Wyoming are discussed. Family violence and sexual assault programs in Wyoming are listed. Excerpts from published articles describing incidents of family violence and assault are included. (ABL)

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Five Year Report
Office on Family Violence and Sexual Assault
Division of Community Programs
Department of Health and Social Services
State of Wyoming

Five Year Report

Office on Family Violence and Sexual Assault

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November, 1986

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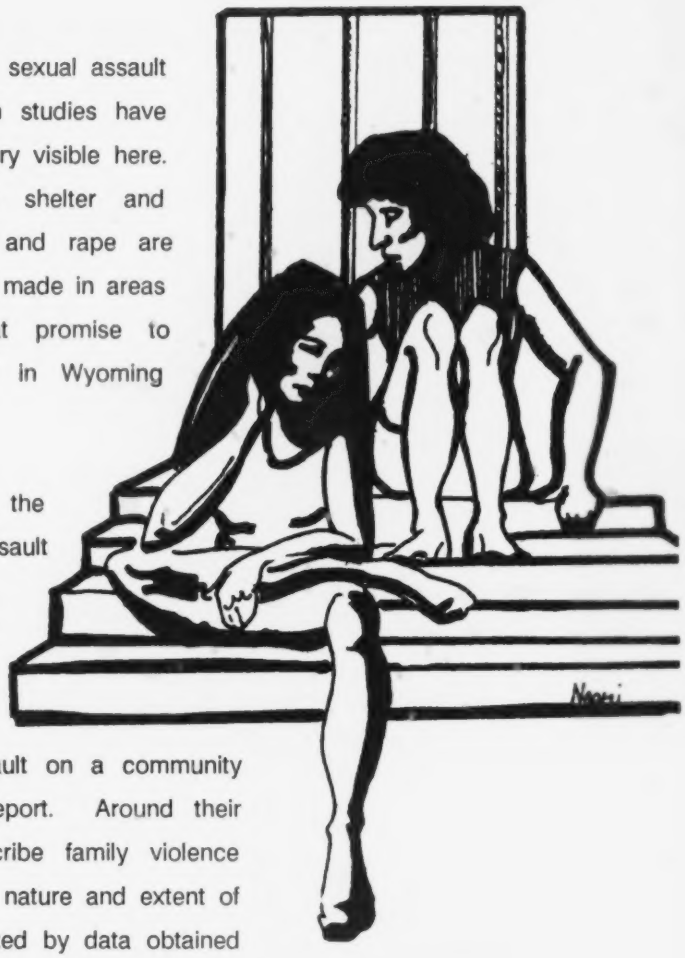
An Understanding of the Problem



The problem of family violence and sexual assault is not unique to Wyoming, though studies have shown that it is a problem particulary visible here. Providing crisis intervention, safe shelter and advocacy to victims of battering and rape are ongoing efforts. Progress is being made in areas of prevention and education that promise to interrupt the violence represented in Wyoming statistics.

The contributions and achievements the family violence and sexual assault programs, professionals, legislators, volunteers, State agencies, and this State office have made in their efforts to deal with the problems of family violence and sexual assault on a community level are the backbone of this report. Around their contributions, this report will describe family violence and sexual assault and the specific nature and extent of the problem in Wyoming as illustrated by data obtained from statewide surveys and studies. Past efforts to address the problem are presented in an historical overview, followed by a section on the progress made to date. Plans for future work include a continuing emphasis on education, legislation and advocacy.

The Gillette Survey

Information about violence in intimate relationships has been growing as grassroots programs have developed across the nation to offer safety to women fleeing from their homes. The experiences of these groups clearly demonstrated the need for concrete strategies for the future, and prompted some of the initial surveys and studies done about the problem. Some of the most remarkable information in Wyoming was obtained from a study conducted in the summer of 1980, by Dr. Robert Cochran of the University of Wyoming. This study, based on a survey of women in Gillette, was an effort to obtain information about battered women in a community impacted by a rapid industrial growth. The survey revealed that the number of battered women in Gillette, reported during the summer of 1980, was at a level as much as twice that found in an earlier study done in Kentucky, and in other surveys conducted across the country. Some 28% of Gillette women reported violence occurring in their homes.

As in other studies, the Gillette survey indicated only about ten percent of the incidents of family violence were reported to the police or other law enforcement agencies. Consistent with the low level of reporting, was a low level of assistance received in the form of shelter or support. The survey also revealed a high degree of positive support from the community for the establishment of shelters for victims. During this time, volun-

Sharron

Lowell never had bathed frequently, but it got worse. He used to brag that he'd only wash his hair once a year, whether it needed it or not. About that time, he also decided if he wanted sex, he didn't have to ask. He'd done that before, but Wyoming seemed to make everything worse: the drinking, the sex, the beatings. He would tear Sharron's clothes off and rape her. He did other things. Then he decided he wanted oral sex. He got rougher each time. He told her if she didn't like it, she should kill herself.

Lowell started using a .22 pistol when he wanted oral sex. He hadn't had a pistol before coming to Wyoming.

"You're gonna do it or I'm gonna kill you," he would say, holding the gun to her temple.

He had threatened to kill her several times before, but he hadn't had a gun. So she did it. That was a few weeks before it ended.

October 25, 1980 started out like most days in those last months. Lowell started drinking in the morning. By that afternoon, he was pretty well lit.

There was only one witness to what happened next.

Lowell decided he wanted oral sex. He grabbed Sharron by the hair and started to unzip his pants. Then he grabbed the .22 by the barrel, from the top of the kitchen table.

"You're gonna do it, or I'm-gonna..."

Sharron had grabbed for the gun at the same time. They struggled. She won.

"I just shot and shot and shot. I just kept shooting."

Excerpt from article in the Casper Star Tribune, August 24, 1986, written by Catherine Warren

teers in Gillette were busy developing the Gillette Abuse Refuge Foundation, a crisis center for victims.

Analysis of the background of victims in this Gillette survey revealed that violence was present throughout the community, regardless of income level, occupation, race, and length of time as a resident of that community. As well, the desire for shelter and other forms of assistance, as expressed in the survey, was not restricted to any one level of society.

Battering

The problem of family violence and sexual assault clearly exists on all levels of society. The issue of battering, incest, child abuse, rape and other forms of sexual assault, are problems that demand intervention and assistance on a community level. The numbers of battered women who turn to shelters and other community resources as they try to determine how to best deal with their situation are particularly prevalent.

increasing every year. From 1982 to 1986 these numbers in Wyoming have increased 92%

Battering by men, of the women with whom they are in intimate relationships, is often supported by a personal and cultural belief in the use of force, and the right to beat women. Men use battering as a mechanism for maintaining control and dominance over their intimate partner. The best way to understand the problem of battering and rape is to hear from the victims of those crimes, excerpts from some of their stories are included throughout this report. The women and men in these true-life accounts are rich, poor, formally educated, self-educated, religious, not religious, socially prominent, and not so socially prominent. There are no "typical" victims and no "typical"

Sue Rigano

RAWLINS - Two weeks ago an off-duty Rawlins police officer murdered his wife and then killed himself.

Officials explained the incident by saying the officer, Tony Rigano, was under a lot of stress - finding it necessary to cope with the demands of the job as well as the breakup of his marriage. Close friends of the couple and Rigano's supervisors said they didn't expect such drastic action.

The murder-suicide is the fourth killing here since 1983. All four involved domestic disputes.

In July 1983 Vernon Bell beat his newlywed wife to death. In September 1984 Victoria Dixon stabbed her husband to death following physical and verbal abuse by him. This May, Joanne Alexander Lipham stabbed her husband to death following a family disturbance. On October 17, Tony Rigano shot his wife, Sue, seven times and then killed himself.

The Rigano killing shocked the community...

The directo... of COVE-Citizens Organized to see Violence Ended - Andrea Hansen, said requests for help from women increased imme-

(continued on next page)

Sue Rigano continued

distely after the Rigano shooting.

Sue Rigano was murdered on a Friday. Saturday another woman was punched, thrown down and kicked in the stomach. Sunday, a third woman tried to take her own life because her batterer had threatened to kill her and take her children. Monday, another woman left her home in fear, Hanson said.

One woman went to COVE because her husband showed her a newspaper article about Sue Rigano and told her, "This can happen to you, too," Hanson said. In other cases men alluded to the fact that they would kill their wives or them selves if their marriage broke up.

Rawlins isn't unique in its problems with domestic violence, Carbon County Sheriff deputy Chet Engstrom said. About 14 percent of the inmates who entered the Wyoming State penitentiary here from June 30, 1985 to July 1, 1986 were convicted on charges related to domestic violence including incest, sexual assault and aggravated assault and battery, Warden Duane Shillinger said.

Nationally, 25 percent of wives are severely beaten during their marriages with violence against wives occurring at least once in two-thirds of all marriages, statistics show.

Excerpt from article in the Casper Star Tribune, November 3, 1986 by Candy Moulton

perpetrators. The one thing that each story has in common is the tragedy experienced by the victims who have been battered and raped.

Rape

Sexual assault, in the form of the rape of adult women is also a problem that impacts Wyoming women. The choice to be violent is not linked to a man's status, age, income or education. An assailant may be rich or poor, a teenager or middle aged, a high school dropout or a Ph.D. Contrary to what some believe, sexual desire is never the motive for rape - rape is an aggressive and violent attempt to control, humiliate and hurt the victim.

In 1982, nationwide, there were an estimated 65 reported rapes per 100,000 women; in 1981, 81,536 rapes were reported. The actual incidence is estimated at 10 to 35 times the number reported. The national network of rape crisis centers estimates that one out of every three women will be raped and that a woman is raped every three seconds. Federal Bureau of Investigation findings (1980) reported one rape every six minutes, adding that only 60 percent of all rapes are reported; they did not factor marital rape into their statistics.

Acquaintance rape, or "date rape" as it is commonly known, accounts for about 60 percent of all reported rapes. It is a crime that happens most frequently to young people; the majority of victims are between the ages of 15 and 24. What makes this crime particularly difficult to stop is that

many men (according to a survey done by the District of Columbia Rape Crisis Center), never consider themselves rapists if they force a woman to have sex at the end of a date.

To help change the attitudes of young people who tacitly condone acquaintance rape and to provide practical advice on preventing attacks, preventative education efforts are aimed at high school classrooms, college campuses, and communities at large.

Some of the myths about rape that exacerbate the problem, and help reinforce the low amount of reporting (at least ten times more rapes occur than are reported) include:

-It didn't really happen (the woman was lying);
-Women like rape (so there's no such thing as rape);
-Yes, it happened, but no harm was done (she wasn't a virgin; she wasn't white);
-Women provoke it (men can't control themselves); or,
- She asked for it (women deserve it anyway).

Education programs aimed at dispelling misconceptions and myths, changing attitudes and teaching preventative and protective measures such as self defense are critical to combating the problem of rape. The family violence and sexual assault programs in Wyoming provide support, advocacy, and, as possible peer support groups. The programs are also active in working with legislators to change laws such as the marital rape exemption law. Information and training are provided to local hospitals and law enforcement agencies about the appropriate treatment of rape victims.

Acquaintance Rape

Mention the word "rape" and most people picture a sinister, masked figure jumping out of an alley or breaking through the bedroom window. But in reality the circumstances are not usually that dramatic: a rape occurs every seven minutes in the United States, and more often than not the victim knows her assailant. Indeed she often knows him quite well; he may be a professional colleague, an old family friend, an ex-lover or the man who has lived next door for years. All these "nice" criminals add up to one grim statistic: according to law-enforcement officials and rape treatment counselors, "acquaintance rape" - or "date rape", as it is popularly known, accounts for about 60 percent of all reported rapes. And the true percentage may be far higher, since only an estimated 10 percent of all rapes are ever reported, and victims of date rape are especially reluctant to report the crime to the police.

There is good reason that date rape remains a little discussed crime - and a source of guilt and shame to its victims. Often, the people who have knowledge of the incident - including family, friends and jurors -suspect that the woman did something to "ask" for it. Observes Gail Abarbanel, a social worker and director of the Rape Treatment Center in Santa Monica, California: "Most people are very understanding if a stranger breaks into your house with a gun and rapes you, but if you say you made a date with the rapist, they always wonder how far you went before you said no."

Excerpt from Newsweek, April 9, 1984, by Jean Seligmann

Colleen

Colleen, 27, a San Francisco office manager, had been involved with her boyfriend for about a year when it happened. After a cozy dinner at her apartment, he suggested that she go to bed while he did the dishes. But a few moments later he stalked into Colleen's bedroom with a peculiar look on his face, brandishing a butcher knife and strips of cloth. After tying her, spread eagled to the bed, the formerly tender lover raped her brutally for three hours, using his fist, the knife, a shampoo bottle and other household objects. When it was all over, he fell soundly asleep.

Excerpt from a Newsweek article, April 9, 1984

Teresa

Sixteen year old Teresa, a soft spoken honor student, was pleased when Derek, a popular 18-year old offered her a ride home from her Uncle's barbecue.

When Derek said he was taking a shortcut, Teresa thought nothing of it - until the narrow paved road turned to dirt and ended at an abandoned rail yard. "He told me he just wanted a little kiss." recalls Teresa. "When I refused, he said he hadn't figured me for a baby. His fingers were digging into my arm, so I put my hand under his chin and pushed up hard. When I tried to get out of the car he really blew up. "No fucking girl treats me like that!" he said as he smashed my head against the car door."

A slight five foot three, Teresa was no match for the 180 pound Derek. He raped her, then drove her home.

For eight months Teresa lived in her private nightmare. Finally she confided in an older, married sister, but she still hasn't told her parents. "I just can't," she says. "I don't want to upset them. And I guess I'm afraid they'd blame me. I can just hear my father saying: "Derek would never do that!" My parents love me, but they have no idea what goes on."

A lot of parents don't. Most people think of rape as an assault by a brutal stranger- but statistics tell a different story.

Excerpt from Woman's Day, November 5, 1985

Anne

She left. After nearly 20 years. She knows the outcome could easily have been different. Tragic. In years past, she would stand by the bedroom window in the early morning, bare feet sinking deep into cushioned carpet. She would watch velvety darkness turn to warm gray across the shake roofs of suburbia and know she didn't have the rock in the pit of her stomach she needed to kill.

So her options were limited. She could leave him. Or be killed. Or continue to die little deaths. Every day. Not just when the kidney punch came from behind, from the dark her nearsighted eyes couldn't penetrate. Or when she had to throw chunks of her own auburn hair into the garbage can. Or when she found herself going to a doctor or the hospital every six months.

The small humiliations became too much. The drink thrown. The dinner thrown. Waking up stunned on the floor when he shoved her out of bed because she had gotten too close to him in her sleep. The weekly grocery check being smaller if she or one of the children accidentally broke a glass. Not having money, or a check-book, or a credit card, even to pay the hairdresser. The hairdresser would bill Jim. He wanted a perfectly coiffed hostess for his dinner parties, but not a wife with $17 in the pocket of her silk dress.

...despite the fear of talking, and the fear - for her husband is still a prominent member of the (Wyoming) community - Anne decides to talk. Because there might be one woman out there who might be reached - who might go to the Self Help Center and not kill herself. Or kill her husband. She talks because she watched the children cry when they heard about 16 year old Richard Janhke killing his father, and going to Worland Boy's Home for it.

Excerpt from article in the Casper Star Tribune, August 24, 1986, written by Catherine Warren

Incest

Incest and other forms of sexual assault of children, are also serious community concerns. Nationwide statistics say that before the age of 18, 38 percent of female American children will have been sexually assaulted in some way, and 16 percent will have been victims of incest. In approximately 75 percent of these cases, the aggressor is known to the child (Child Sexual Abuse Task Force, San Jose, CA), and over 90 percent of the incidents of child sexual abuse will be committed by heterosexual men. The State programs deal primarily with adults that were molested as children as well as the non-abusive parent. Support groups are established as possible through the local programs for these victims.

Information about incest (taken from Conspiracy of Silence, by Sandra Butler):

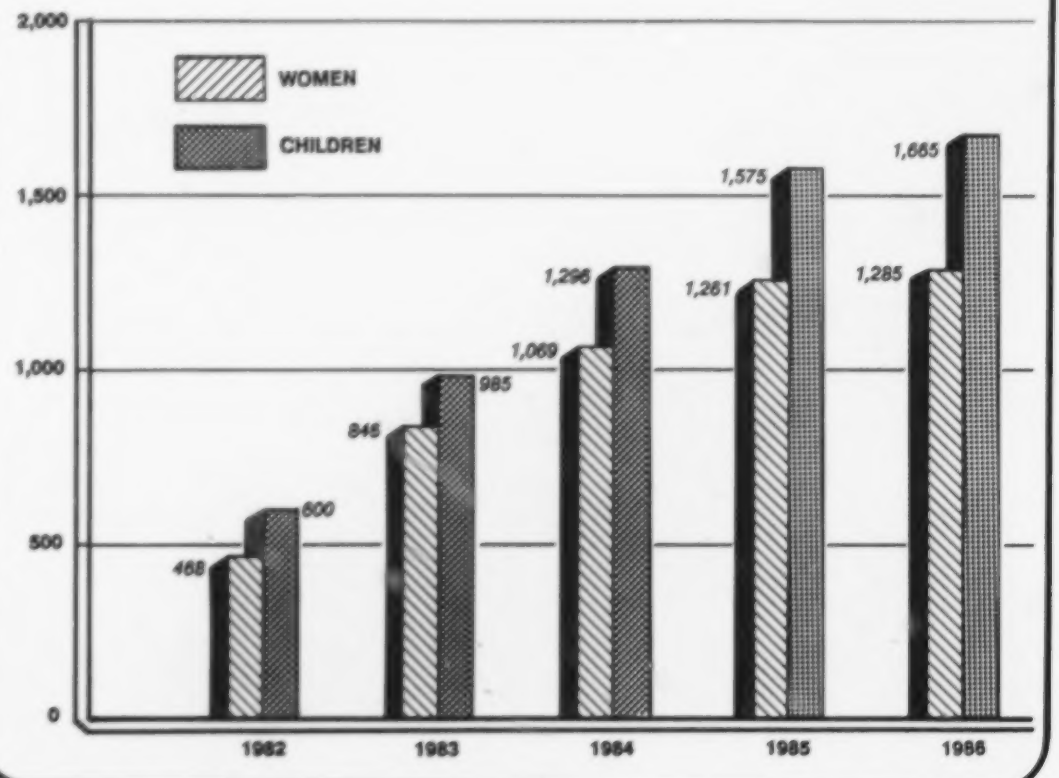
- At least one out of four girls is sexually abused by age 18.
- At least one out of eight boys is sexually abused by age 18.
- 75% to 95% of sexually abused children are assaulted by someone they know, most often a relative.
- 90% to 98% of boy victims are sexually abused by men.
- Nearly all men who sexually abuse boys identify themselves as heterosexual.
- 97% of sexual offenders are male.
- One study found that 80% of convicted child molesters were sexually victimized themselves as children.
- Incest occurs in all races, economic classes and educational groups.
- Child sexual assault has been implicated as a contributing factor to the problems of learning disabilities, running away, juvenile delinquency, prostitution, alcoholism and drug abuse.
- Less than 10% of child sexual abuse cases come to the attention of authorities.
- Recent studies indicate that one out of three American women have experienced incestuous sexual abuse.
- In any classroom of 20 children, there will be at least three sexual abuse victims.

Since the Gillette survey, much has happened on local and state levels in Wyoming aimed at providing assistance, enabling necessary legislation, and conducting extensive prevention/education efforts for adults and children.

Wyoming Statistics

Wyoming statistics, collected from the twenty-five programs in the State, are included here as Figures 1, 2, and 3. A dramatic increase in activity in the last five years is noticeable in each of the areas of reporting. Additionally, the increase in requests for assistance must be correlated with the increased availability of assistance. Efforts made to publicize the existence of shelters and advocacy for victims of battering and rape, should result in a higher usage of the resource, which is reflected in these statistics. It is expected that future years will reflect some stabilizing of the dramatic increases shown in the requests for assistance and the amount of shelter required.

Figure 1 Women and Children Sheltered



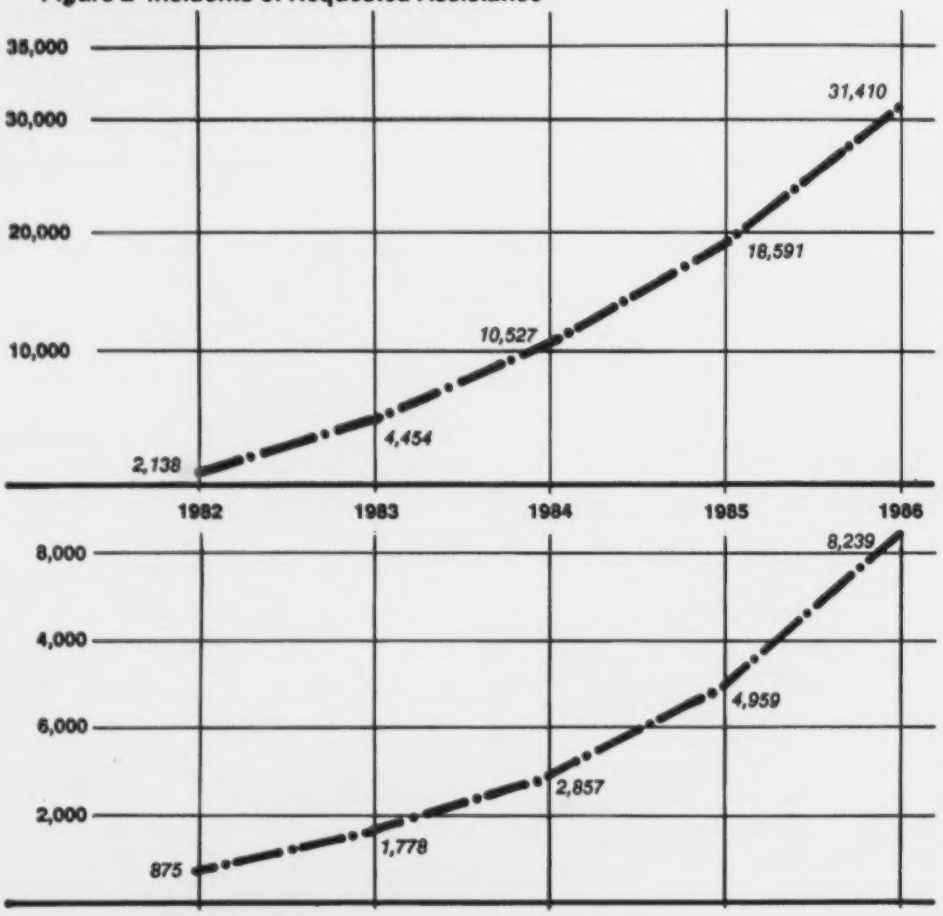


Figure 2 Incidents of Requested Assistance

Figure 3 Incidents of Face To Face Assistance

The State Office on Family Violence and Sexual Assault

A State Office on Family Violence and Sexual Assault, established in January, 1981, currently contracts with 25 programs statewide to provide services to victims of family violence and sexual assault (Figure 4). Established under the Division of Community Programs, Department of Health and Social Services, the State office set minimum standards for the programs providing services in Wyoming. These services consist of emergency shelter and transportation for victims-survivors, crisis and referral services, peer support, advocacy, shelter services, support groups, and prevention/education programs.

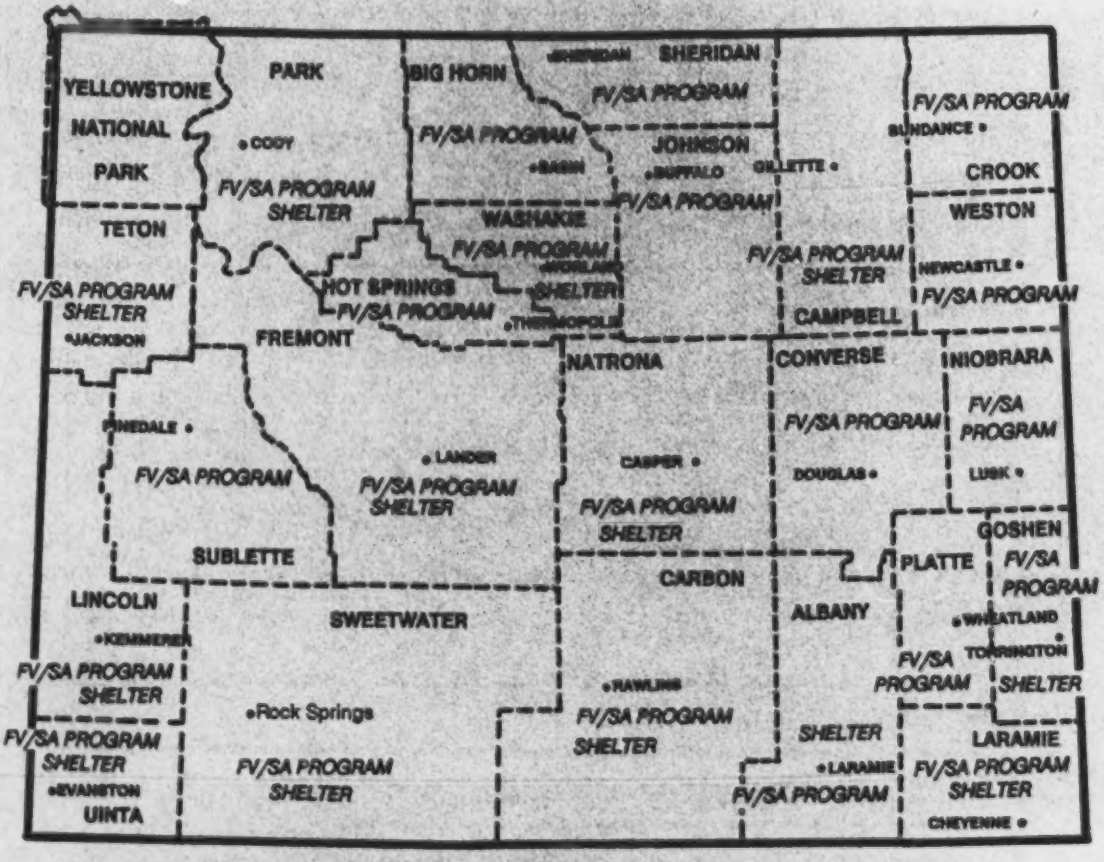


Figure 4 Map Showing Program and Shelter Locations

The Programs

The focus of each of these non-profit programs is the empowerment of those who have been victimized by battering and rape. The role of the program is to provide support, advocacy, a safe place to stay, and accurate information about options. This enables victim-survivors to stand up for their own rights, and make their own choices and decisions about their situation.

Each program works toward community change by encouraging understanding, awareness, cooperation and assistance from other agencies as well as from civic, religious, law enforcement, educational and medical groups within the community. The function of each program is to act as the primary advocate for the needs of the victims of family violence and sexual assault within the community.

Currently, 13 of the 25 programs in Wyoming have houses in their local community that are used to provide shelter to some 2900 victim-survivors and their children a year (see Figure 4). The shelter's most important advantage is that it provides the victim and her children with the time and safety to think, free from coercion and violence. Another important advantage of the shelter is the support the woman receives from advocates and other residents during and after the crisis. Through talking with other people who are in the same situation, these women gain courage from one another and insight about options and services available to them.

Though most of the people served by these programs are women and children, men have also requested and used the services available. Additionally, men have been interested and effective volunteers in many of the programs across the State.

One very important concern of each program is not to duplicate services available through other local, state, or federal agencies. Referrals are made and assistance given to victims, so that they are better able to understand and use the resources available to them. As a result of effective family violence and sexual assault programs, considerable burden is taken off the local Department of Public Assistance and Social Services office, Mental Health Centers and law enforcement authorities, since they now have an additional resource to call on when dealing with these types of situations.

Funds are obtained for these services from numerous sources including City, County, State and Federal governments, private foundations, local community donations and fundraisers, and groups like the United Way.

A History

The Wyoming Coalition on Family Violence and Sexual Assault is the backbone of many of the accomplishments in Wyoming. The coalition is comprised of the Family Violence and Sexual Assault programs throughout the State, and functions as an entity to develop legislative strategy, promote communication among the State programs, provide peer support and guidance, and to network with other programs across the nation in their mutual efforts to stop the problems of battering and rape.

On November 16, 1979, the three existing sexual assault programs and about 45 representatives from across the state met in Casper to unite and organize a statewide effort. At this meeting, the group voted to become the Wyoming Coalition on Family Violence and Sexual Assault.

Primary purposes of the Coalition at that time were:

1) To provide communication and linkage among programs and organizations where the focus is the elimination of sexual and family violence.

2) To educate the public and train professionals who serve victims of family violence and sexual assault as to the cultural roots of family violence and sexual assault and appropriate preventative and rehabilitative measures.

3) To achieve adequate adult protection laws and procedures for victims of family violence and sexual assault.

4) To obtain safe houses and related crisis services for victims of family violence and sexual assault.

5) To insure that funding for such services is sought in a cooperative and non-competitive fashion.

So as to establish a broad base from which to extend their grass roots movement and acquire funds, the state was divided into six regions and a person chosen from an existing program or organization in each region to

serve on the Coalition Board of Directors. Each member was to reach out to other organizations, individuals and agencies in their region in a membership campaign designed to establish a comprehensive statewide network.

One of the first vital tasks the Coalition had set for themselves at this Casper meeting was to obtain a statewide needs assessment on the incidence of family violence and sexual assault. It was imperative that the public and state legislators become aware of the extent of the existing problems, and the limited resources available to the victims. This survey was necessary to lay the ground work for legislation to support a state shelter and advocacy program and for adult protection legislation.

During this first year of the Coalition (1979), a small group of women in Cheyenne collected enough money through donations to pay for three months rent on a house, and the first shelter for battered women in Wyoming opened its doors. The shelter survived on a shoestring budget that consisted of a small amount of money from Title 20 to pay the heat and lights, some donations, and the dedicated hard work of the volunteers.

The women who started this first shelter, as well as those that soon followed, had no formal training in running a shelter or advocating for victims of family violence, but the need of battered women for safety and support was so great, some effort had to be made. The advocates learned in a hurry what these people needed, and how it could be provided. Before long they were devising their own training manuals for Wyoming advocates based on the experiences they encountered in these first shelters.

In May, 1980, the University of Wyoming conducted the Gillette survey previously referred to, which was funded by the Rocky Mountain Synod of the Presbyterian Church. The results show that 28.37% of Gillette women have suffered from incidents of family violence. The findings from this

survey were extrapolated for the State of Wyoming, projecting 15,000 to 20,000 incidents of assaults in Wyoming homes each year.

Following the Gillette survey, the 1980 needs assessment survey was financed by the State Department of Social Services office and conducted by the University of Wyoming. This study did verify a very serious problem of spouse abuse in a number of Wyoming communities.

In September, 1980, two proposals were submitted to the Governor's office that outlined a plan for seven shelters and 14 advocacy crisis centers. The plan also included a State funding request for the establishment of a State office within the State government for family violence and sexual assault.

The State Office of Family Violence and Sexual Assault was established in May, 1981 with an appropriation of $576,000. In May, 1982, the Legislature approved the "State Plan", which outlined the number of crisis programs and safe houses to be developed across the state.

Two major legislative changes lobbied for by the Coalition included Adult Protection Legislation, which eventually became the Family Violence Protection Act in May, 1982, and Sexual Assault Legislation, which eventually became the Marital Rape Exemption deletion, which occurred in May, 1983. In May, 1984, the Confidential Communications Act became law, providing for confidential communications between the advocate and victim.

To accomplish these changes, the Coalition members testified at committee hearings, and received support from numerous sources including the Chief of Police Association, Church Coalition, and the Wyoming Commission on Women.

By October, 1984, the total budget had grown to $1,056,217.26, as a part of fulfilling the State plan the legislators approved in 1982. Twenty five member programs currently exist, and services are available in all

March, 1985, every county had a crisis line available 24 hours a day, seven days a week. In fiscal year, 1986, the programs received over 4500 requests for assistance concerning sexual assault and over 31,400 requests for assistance concerning family violence. Every county also has documented educational training programs, through which over 900 presentations were made to over 16,800 people in fiscal year 1986.

How the Programs work

Most victims who turn to a program for assistance make their first contact through the telephone crisis line. Every program across the State maintains a crisis hotline that is available on a 24 hour per day, seven days per week basis, which is primarily staffed by trained volunteers.

The initial crisis intervention procedures used by each center focus on safety, support, and problem solving; therefore, each call is different, depending on the caller's particular circumstance. To advocate for victim-survivors over the phone, volunteers are taught to:

1) Make sure the woman and her children are safe.

2) Help arrange safe transportation, involving law enforcement when necessary.

3) Make arrangements for emergency shelter, if needed.

4) Provide accurate information about available options.

5) Provide support and validation.

Safe Houses

Until society fully supports the notion that women and children should be safe in their own homes, shelters are the best alternative available to victims of violence. Shelters provide the victims and their children with a safe and supportive environment to think about how to proceed with life. Trained advocates help discuss options, and peer support groups consisting of other residents and people who understand and are supportive of decisions the woman makes are offered in the shelter setting. In this safe place, a victim of family violence or sexual assault can come to grips with the situation through individual and/or group support, learn her legal rights and options, and determine what future course of action to take.

For the safety and protection of the residents of the safe house, programs usually try to keep the location of the shelter confidential. Because this is difficult to maintain in small Wyoming communities, each shelter has a well developed security system, and a variety of precautionary measures are taken so that victims are not accessible to their perpetrator.

To maintain a sense of order and security at the shelter, house rules are generally established. Some of the following are examples of such rules:

- Violence, in word or deed, toward any other person is strictly prohibited.
- No weapons are allowed in the shelter.
- No alcohol or non-prescription drugs are allowed in the shelter.
- The location of the shelter and any information about other residents is confidential, and should not be told to anyone.
- All residents are expected to share in household duties.
- Women are responsible for the supervision of their own children.

Support Groups

Peer support groups are sponsored by each program, and are available to victims of family violence or sexual assault. These support groups have been organized for battered women, mothers of incest victims, rape survivors, and adult survivors of incest or molestation. Empowerment and validation are emphasized as participants support each other in their transition from victim to survivor.

Volunteers

Volunteer advocates are available at each of the 25 state programs, 24 hours a day. The advocate provides information about legal, medical, counseling, and social services in the area. Volunteer advocates can also accompany the victim if and when it becomes necessary to use these services. Above all, the advocate supports the victim in the decisions she makes, and assists her in carrying them out.

Trained volunteers are the backbone of all the programs in Wyoming. They contribute a minimum of 15 hours per day, Monday through Friday and approximately 63 hours each weekend. Volunteer efforts represent a minimum of 138 hours per program, per week, just to staff the crisis hotline at each of the 25 existing programs across the State. These volunteer hours alone amount to over 3450 hours per week donated to the programs across the State. What is not represented in these numbers are the hours given by volunteers in public education presentations,

clerical work, errands, donations of clothing, toys, food, and other necessities to programs. At a minimum wage of $3.35 per hour, these volunteer hours represent more than $600,930.00 per year. Clearly, these volunteers are critical in addressing the problems of battering and rape in our State.

There are a number of positive reasons for utilizing volunteers beyond economic considerations, which are outlined below:

The Positive

Volunteers represent the best kind of prevention of family violence and sexual assault, because they see and understand the problem firsthand.

The peer support provided by volunteers is invaluable to the victims. Most victims-survivors don't need therapy, but do need the support and understanding volunteers can provide.

Use of volunteers allows the racial, religious, and economic diversity of the community to be represented in each program.

A wide range of skills, from homemakers to teachers, nurses, doctors, lawyers, psychologists, and business professionals is provided by volunteers.

Use of volunteers represents a community effort to deal with a community problem rather than an agency effort to deal with a community problem.

Negative factors in using volunteers as extensively as these programs do, includes some of the following:

The Negative

The time it takes to adequately train and coordinate volunteers so that they can contribute to their fullest potential.

The constant recruiting and training required to adequately staff a program with volunteers.

The problem of managing and refusing inappropriate or unacceptable volunteers. (An unacceptable volunteer may be someone who does not maintain confidentiality.)

Maintaining the confidentiality of volunteers so that they do not become targets of a perpetrator who has a problem with the program, especially in smaller communities.

These negative aspects of using volunteers are dealt with consistently in training, monthly meetings and ongoing monitoring by each program. Based on past history, the negatives are manageable, but require constant attention to insure the safety of the individuals and the effectiveness of the programs.

Training

Every volunteer that participates in one of the 25 state certified programs in Wyoming are required to complete 40 hours of comprehensive training. Volunteers are given intensive background information about battering, rape (including marital rape and acquaintance rape), incest, child abuse, neglect, and other domestic violence problems. The myths and facts are thoroughly explored, and volunteers gain an understanding of the dynamics of these crimes.

Volunteer training includes information about legal options available to women who are raped and/or battered. The volunteer's legal commitments regarding confidentiality, and reporting of child abuse are clarified. Volunteers learn what it means to be an advocate for women, and are thoroughly familiarized with resources available, including the Sheriff's Department, the Police Department, the Department of Public Assistance and Social Services, Job Service, and Mental Health, Public Health and the hospital.

Additionally, volunteers are trained in crisis intervention, communication skills, and active listening techniques, and are thoroughly tested and evaluated before they work with those in need of services.

Volunteer advocates are required to participate in monthly meetings, attend additional training programs as necessary, and undergo ongoing assessment. These trained advocates are then able to provide support and information to victims of battering and sexual assault. They have a working knowledge of the local resources available, and have the ability to assist victims-survivors step by step through the resources most appropriate to their needs.

This training also helps to insure the safety of advocates by providing them with back-up resources and procedures to follow when they go out on a call, or otherwise assist a victim.

Conferences

In addition to the local training provided, there are training resources available at the regional and national level. These conferences and seminars address special problems, such as the needs of the mentally and physically handicapped victims of battering or rape. Information may also be provided about how to best deal with cultural differences found across Wyoming. Legal aspects of sexual abuse and family violence, teaching strategies for use in schools, fear management techniques for sexual assault victims, marital rape issues, and bridging barriers of race and religion are also topics covered in workshops.

In short, regional and national conferences, seminars and workshops provide an important networking forum to discuss new approaches, and provide support. These activities also provide a public education forum, since, in most cases, training sessions are open to the public.

Research

In a continuing effort to understand causative and contributing factors of family violence, as well as determine appropriate treatment methodology, the State Division of Community Programs has supported various research projects. Two such studies, Alcohol and Family Violence, by Leslie A. Cantrell, and Battered Women and Previous Victimization - Is the Question Relevant?, by Laurie Gudim, M.A., Denise A. Kelsay, and Lynn F. Nickles, M.A. address current theories about the relationship between family violence and alcohol abuse and the relevance in considering previous victimization.

Alcohol and Family Violence explores the problems of perpetrator and victim alcohol abuse in the context of violent domestic relationships. The report proposes more extensive communication efforts between the State substance abuse and family violence programs in an attempt to treat the alcohol abuse

while protecting the victim of battering. While it is clear that abuse of alcohol and/or drugs is not the cause of battering, there is a contributing relationship between battering and alcohol in some cases. This apparent relationship is fostering additional research into the treatment of batterers and victims who are alcohol abusers.

In the research report about previous victimization, referred to above, the theory of the intergenerational cycle of abuse, which is used to explain how women who have been victims of childhood abuse or witnesses to family violence as a child, might seek out and/or stay in violent relationships as adults is explored. The report concludes that other research, data, and information about victims of battering indicates no correlation among women between incidents of childhood abuse or witnessing family violence as a child, and future adult experiences with battering or abuse.

Now that advocacy programs are in place and working to address the immediate, crisis needs of victims of battering and rape, efforts are being concentrated in the area of prevention/education. As a

concrete way to start understanding and reducing the problem, comprehensive prevention education programs are being developed and implemented across the State. Specifically, all of the 25 programs in Wyoming have documented educational and training programs aimed at educating individuals about available resources and what their rights and options are if they are victims of battering or sexual assault. Additionally, preventative education efforts extend to the schools, professional and social organizations, and other community forums.

Adult prevention/education includes clarifying the myths surrounding battering and rape, and often provide self-defense or self-protection programs for adult women. These community education forums teach that domestic violence and sexual assault are widespread social problems that affect all levels of society; that perpetrators and victims of family violence are often respected and successful community members; that battered women do not provoke beatings; that no woman asks to be, or enjoys being raped; and, that with good crisis intervention, most women who have been battered or raped can heal the physical and emotional wounds.

Each of the statewide programs participate in efforts being made nationally to educate pre-school to high school level children and adolescents about safety issues such as physical and sexual abuse, acquaintance rape, battering, and self

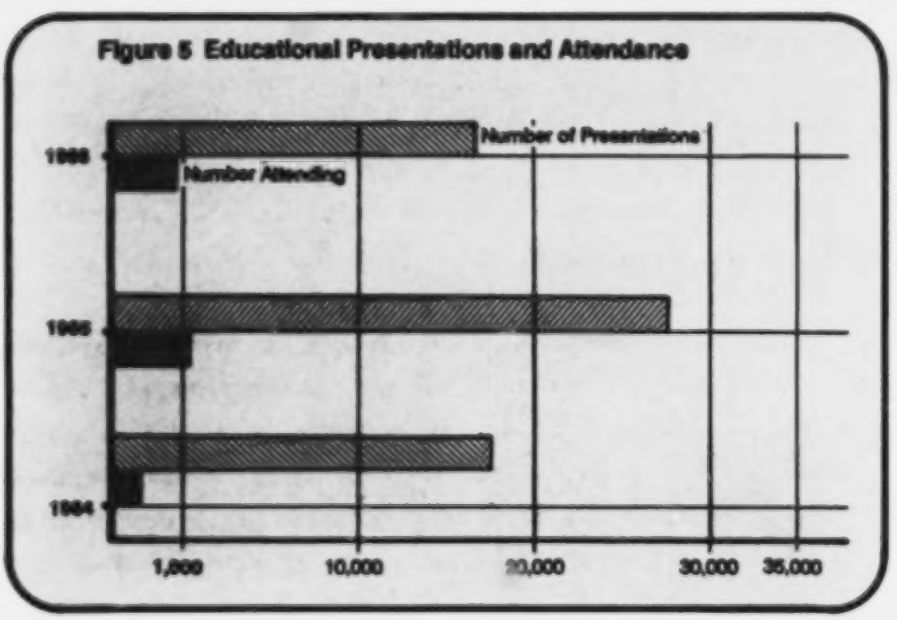


Figure 5 Educational Presentations and Attendance

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protection. The problem is serious and widespread: according to statistics, before the age of 18, 38% of female American children have been sexually assaulted in some way, and 16% have been victims of incest. At least one out of every eight boys is sexually abused by age 18, 98 percent of the time by a heterosexual male.

Educational programs for parents help them understand the best defenses their children can have against sexual abuse, and encourages them to discuss these safety issues with their children. Figure 5 illustrates the number of educational presentations being made by the Wyoming programs, and the interest level in terms of attendance.

Statistics say that over 80% of the children in Juvenile Halls have been sexually abused prior to placement, regardless of the reasons they are being held. For this reason, taking these prevention/education efforts to the schools helps create more comprehensive safety programs for young people, and helps stop the cycle of violence that appears to lead to more violence. In addition to the schools, general public programs such as Girl Scouts and Boy Scouts, or professional or service organizations often provide a forum for prevention education programs.

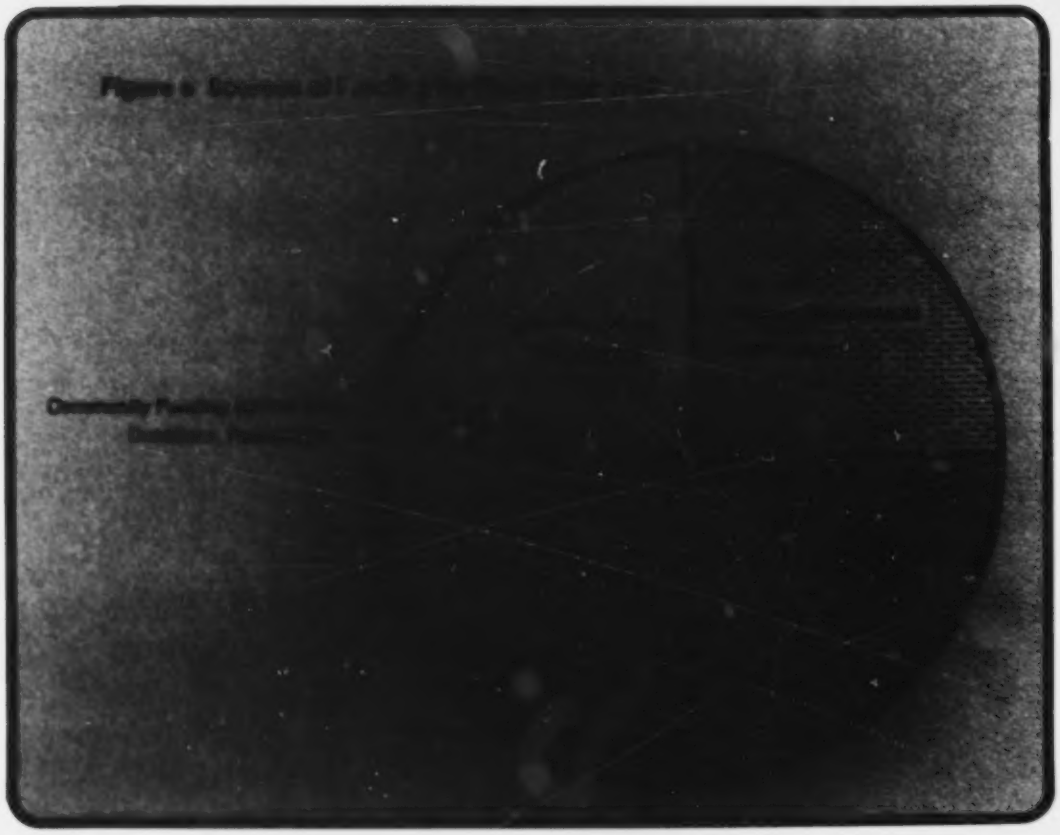
A film library stocked with materials purchased by the State Office on Family Violence and Sexual Assault and maintained by the Division of Health and Medical Services, makes materials available, without cost, to responsible agencies in Wyoming. The film library includes materials on a wide range of domestic violence and sexual assault issues. Many of these films provide the basis for community education efforts by the various family violence and sexual assault programs in the state.

These educational efforts have been well received by communities in Wyoming, with some 27,805 people attending the 1,017 programs offered in 1985. Now that crisis intervention and advocacy programs are working in each of the counties of Wyoming, greater emphasis will be placed on increasing the extent and content of educational efforts in these communities in an effort to end the problem. Larger promotional expenses and recruitment of additional volunteers

to conduct such programs are pivotal facets of these community education endeavors. Finding sources of funding and support to continue and expand these critically needed educational forums is a current priority.

Funding

Funds allocated from the State to each program are determined based on the population within the county the program serves. Recently, funds have been obtained from such Federal sources as a Criminal Justice Block Grant for Victim Assistance ($320,000 per year for a two year maximum), funds from the Victims of Crime Act ($177,000 per year, three year maximum), and the Family Violence Prevention and Services Act ($50,000 per year, three year maximum). Local Government bodies, such as County Commissioners, and City Councils allocate funds to individual programs, as does the United Way. Other funding comes from foundations, energy company donations, individual donations and fund-raisers. Figure 6 illustrates sources of funding expected for fiscal year 1987 for statewide programs and shelters.



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Some of these funds are used for paid staff at each program facility. The staff is minimal, and represents the focus and leadership necessary to manage the volunteer efforts that make the programs work. Most of the paid staff work well over 40 hours per week, and are paid generally low salaries relative to the hours they work and the expertise and education they possess. Directors are paid anywhere from $12,000 per year to $25,000 per year (most are between $15,000 to $18,000 per year). Other staff members are paid anywhere from $10,000 per year to $18,000 per year (most make $12,000 to $14,000 per year). Additionally, health insurance and other benefits are often lacking.

The remaining funds cover the costs of rent and upkeep on facilities, phone costs for the crisis hotlines, training materials and printing, regular administrative overhead, consumable costs related to the shelter (food, detergent, etc.), an annual audit for each program, and other training costs for staff and volunteers.

Future Plans

The family violence and sexual assault programs in Wyoming have the unique advantage of sharing basic philosophy, standards and goals that encourages cooperation among them. This cooperative atmosphere enables the programs to effectively reach common future goals, and provides a consistent approach to the problem statewide.

Expanded Education Efforts

Education efforts will continue, with efforts being made to standardize education about safety issues for children so that it becomes commonplace in the schools and community programs. Work will continue with other agencies and community leaders to develop and implement more comprehensive and consistent educational programs on a routine basis. The goal is to have these prevention-education programs in every county (including schools, agencies, organizations, etc.) with the appropriate funding in place within 5 years, or by 1991.

Another area of concern involves working with appropriate agencies and professional groups to address abuse by authority figures such as doctors, psychiatrists, psychologists, teachers, clergy, etc. The approach will be primarily a preventive education attempt, so that patients and students are educated about appropriate professional practices, their rights as consumers and recipients of services, and how to report abuses.

Informational Handbooks

The development of informational handbooks for rape victims, victims of battering, and adult survivors of childhood sexual assaults is on-going work.

Mandatory Arrest Legislation

Future plans include lobbying for legislation to establish a mandatory arrest program that allows law enforcement officers to arrest a batterer at the time of the crime. Mandatory arrest, functioning properly with perpetrator treatment programs, can make an impact on battering. The goal is to have this legislation, the treatment programs, and appropriate funding in place within 3 years, or by 1989.

Preventing Domestic Violence Against Women

Not long ago, many experts thought that the police could do little to prevent domestic violence. Although stranger crimes often occur in public places such as streets and subways and are therefore preventable through police patrols or other police activity, domestic violence, the experts explained, often occurs in private residences inaccessible to the police, and therefore there is little the police can do to prevent it.

Beginning with a study published in 1977 by the Police Foundation, expert thought has been changing. Using police records, the study examined domestic assaults and domestic homicides that occurred in Kansas City, Missouri, over a period of years. It found that, in the 2 years preceding the domestic assault or homicide, the police had been at the address of the incident five or more times in half of these cases.

The important practical value of these findings was immediately recognized: Contrary to popular thought, opportunities do exist for the police to combat domestic violence.

The Kansas City study did not show what the police could do to prevent domestic crime, only that it may be preventable. Encouraged by these results, the Minneapolis Police Department in 1981 agreed to participate in an experiment sponsored by the National Institute of Justice designed to assess which of three police responses to domestic assault was most effective in preventing subsequent assault.

The experiment applied only to simple (misdemeanor) domestic assaults. It called for police officers arriving at the scene of a misdemeanor domestic assault to 1) give advice, 2) order the suspect to leave the premises for 8 hours, or 3) arrest the suspect. Police response to assaults was assigned at random. After police intervened, victims were interviewed over the next 6 months to learn whether there was a repeat assault by the same suspect. From these victim interviews and from police records, the experiment determined whether one response was any better than another in reducing the recurrence of violence.

The victims (314 of them altogether) were mostly women beaten by their boyfriend (current or ex-boyfriend) or husband (current, divorced or separated). The findings indicated that when the police made an arrest, the suspect was less likely to assault the woman again than when the police merely gave advice or ordered the suspect to leave the premises. Victim interviews revealed, for example, that 37% of the advised suspects and 33% of the suspects ordered off the premises recidivated (committed a new assault or some other crime against the woman within a 6-month period), compared with only 19% of arrested suspects. The researchers concluded that in domestic assault cases coming to police attention, "An arrest should be made unless there are good, clear reasons why an arrest would be counterproductive."

Source: Bureau of Justice Statistics, Special Report, August, 1988.

Research

Meaningful, quality research about the problems of family violence and sexual assault are important to current and future educational efforts. The abundance of single causal theories, such as the theory of the intergenerational cycle of violence, dangerously simplifies the problems of battering, sexual abuse and assault, incest and similar problems. For instance, in research done about the cycle of violence theory, the focus of responsibility too often is put on the recipient of the abuse, instead of the actual responsible party. The primary issue here is that the responsibility of male violence against women should rest with the perpetrator, and that what the victim experiences must be heard and validated, in order to achieve any understanding of the problem. By encouraging and supporting quality research about the problems of battering and rape, advocacy, education and treatment programs for batterers can be more effective.

Future work will also include efforts to review and encourage ethical research that is done with the highest scientific integrity. Such research should include at a minimum, comparison groups, reasonable statistical representation, and other factors that provide the clearest understanding of the problems being analyzed.

Goals

An eventual goal is to reach a point where there is no longer a need for such a comprehensive crisis intervention system, because the efforts of prevention and education programs have reduced the problem and adequately educated community agencies.

Hence, all of these efforts are aimed at eventual elimination of the Office of Family Violence and Sexual Assault, based on a lack of need for the services at some future date. When crisis intervention becomes unnecessary on the scale it exists now, the shelters will be turned into resource centers for women. Other agencies and systems in place will be handling battering and sexual assault cases effectively, by this time. This transition could start within five years of having prevention and education programs well developed.

The ultimate goal is to end violence toward women and children. Only through massive social changes and the establishment of a balance of social, economic, and political power, will it be possible to transform the oppressive culture which allows violence to exist.

Family Violence and Sexual Assault Programs in Wyoming

Albany County
*S.A.F.E. Project
P.O. Box 665
Laramie, WY 82070
Crisis Line: 745-3556
Office Phone: 742-7273

Big Horn County
C.A.R.E.S.
P.O. Box 931
Basin, WY 82410
Crisis Line: 568-3334
Office Phone: 568-2020

Big Horn County Counseling
441 Montana
Lovell, WY 82431
Crisis Line: 548-2333
Office Phone: 548-6543

Campbell County
*Gillette Abuse Refuge Foundation
(G.A.R.F)
P.O. Box 3110
Gillette, WY 82716
Crisis Line: 686-8070
Crisis Line: (800) 233-2965
Office Phone: 686-8071

Carbon County
*Carbon County Citizens Organized to see Violence Ended (C.O.V.E.)
P.O. Box 713
Rawlins, WY 82301
Crisis Line: 324-7141
Office Phone: 324-7071

Converse County
Converse County Coalition
(C.C.C.)
P.O. Box 692
Douglas, Wyoming 82633
Crisis Line: 358-4800
Office Phone: 358-6148

Crook County
Crook County Family Violence and Sexual Assault Services
P.O. Box 128
Sundance, Wyoming 82729
Crisis Line: 283-2620
Office Phone: 283-2415

Fremont County
*Fremont Alliance
P.O. Box 1127
Riverton, WY 82501
Crisis Line: 856-4734
Office phone: 856-0942
(800) 442-0980

Goshen County
*Goshen County Task Force
P.O. Box 561
Torrington, WY 82240
Crisis Line: 532-2118
Office Phone: 532-2118

Hot Springs County
Hot Springs Assistance and Services
P.O. Box 824
Thermopolis, WY 82443
Crisis Line: 864-2131
Office Phone: 864-2131

Johnson County
Johnson Cty Family Crisis Center
P.O. Box 1001
Buffalo, WY 82834
Crisis Line: 684-2233
Office Phone: 684-2234

Laramie County
*Safehouse/Sexual Assault Services
P.O. Box 1621
Cheyenne, WY 82003
Crisis Line: 632-7233
Office Phone: 634-8655 (FV)
Office Phone: 634-2541 (SA)

Lincoln County
*Turning Point
Box 64
Kemmerer, WY 83101
Crisis Line: 877-9209
Office Phone: 877-6834

Natrona County
*Self Help Center
341 East E Street Suite 135A
Casper, WY 82601
Crisis Line: 235-2814
Office Phone: 235-2814

Niobrara County
Help Mate
Box 89
Lusk, WY 82225
Crisis Line: 334-2608
Office Phone: 334-3416

Park County
*Crisis Intervention Services
P.O. Box 1324
Cody, WY 82414
Crisis Line: 527-7801 (Cody)
Crisis Line: 754-3737 (Powell)
Office Phone: 587-3545 (Cody)
Office Phone: 754-9711

Platte County
Project SAFE
P.O. Box 1078
Wheatland, WY 82201

Crisis Line: 322-4794
Office Phone: 322-4794

Sheridan County
*Women's Center
P.O. Box 581
Sheridan, WY 82801
Crisis Line: 672-3222
Office Phone: 672-7471

Sublette County
S.A.F.V. Task Force
P.O. Box 1236
Pinedale, WY 82941
Crisis Line: (800) 445-7233
Office Phone: 367-6305

Sweetwater County
*Sweetwater Advocacy and Safe House Program (YWCA-SASH)
Box 1667
Rock Springs, WY 82901
Crisis Line: 382-6925 (Rock Springs)
875-7666 (Green River)
Office: 362-7674 (Rock Springs)

Sweetwater County
Sweetwater County Task Force on Sexual Assault
450 South Main
Rock Springs, WY 82901
Crisis Line: 382-4381
Office Phone: 382-4831
Green River
Crisis Line: 875-3381

Teton County
*Teton County Task Force

P.O. Box 1328
Jackson, WY 83001
Crisis Line: 733-7466
Office Phone: 733-3711

Uinta County
*Sexual Assault and Family Violence
350 Uinta View Drive Suite 103
Evanston, WY 82930
Crisis Line: 789-7315
Office Phone: 789-3628

Washakie County
*Community Crisis Services
P.O. Box 871
Wrland, WY 82401
Crisis Line: 347-4991
Office Phone: 347-4992

Reservation
*Circle of Respect
P.O. Box 741
Ethete, WY 82520
Crisis Line: 332-7046
or for Fort Washakie Police: 332-3112
Office Phone: 332-7046

Weston County
FOCUS (Foundation of Caring, Understanding and Services)
P.O Box 818
Newcastle, WY 82701
Crisis Line: 746-3630
Office Phone: 746-3492

* shelters

Wyoming State Program Manager
Lisa Brabo, Manager
Room 353, Hathaway Building
Cheyenne, WY 82002-0710
Office Phone: 777-6086

W.H.A.T.
Wyoming Women's Center
WWC-20
Lusk, WY 82225

Coalition on Family Violence and Sexual Assault

Laurie Gudim, Coordinator
P.O. Box 3544
Jackson, WY 83001

Lynn Nickles, Co-Coordinator
P.O Box 649
Ralston, WY 82440
Phone: 754-7192

Pat Robbins, Secretary
1710 S. Carolina
Green River, WY 82935

Lorraine DeHerrera, Treasurer
Hot Springs Assistance and Services
P.O. Box 824
Thermopolis, WY 82443
Phone: 864-2131